1.01 WHAT IS A JOINT LAND USE STUDY?

A Joint Land Use Study (JLUS) is a collaborative planning effort among active military installations, surrounding communities, and other affected agencies to identify and address compatibility issues facing the region. The JLUS program is an interjurisdictional partnership and planning process funded by the Department of Defense (DOD) Office of Economic Adjustment (OEA) and the Colorado Department of Local Affairs. The Pikes Peak Area Council of Governments (PPACG) was the sponsor and managed the grant and study process.

The JLUS process encourages residents, local decision-makers, and installation representatives to study compatibility issues in an open and public forum. The goal is to balance military and community interests by identifying encroachment issues that affect civilian communities and military installations. The resulting recommendations are intended to reduce or mitigate potential conflicts while accommodating growth, sustaining the economic health of the region, and protecting public health and safety.

The OEA’s JLUS program has two primary objectives:

1. Encourage cooperative land use planning between military installations and surrounding communities so that growth and development are compatible with the training and/or operational missions of the installations.
2. Seek ways to reduce operational impacts on installations, land, and communities adjacent to installations.

1.02 WHAT IS THE COLORADO SPRINGS REGIONAL JLUS?

Although the title of this study includes the name of the largest city in the region, all of the communities within the four-county study area were involved in the success of this effort:

- **El Paso County**
  - City of Colorado Springs
  - City of Fountain
  - City of Manitou Springs
  - Town of Calhan
  - Town of Ellicott
  - Town of Green Mountain Falls
  - Town of Monument
  - Town of Palmer Lake
  - Town of Ramah
- **Fremont County**
- **Pueblo County**
  - Avondale
  - Beulah
  - Colorado City Metropolitan District
  - City of Pueblo
  - Pueblo West Metropolitan District
  - Town of Boone
  - Town of Rye
Introduction

- Teller County
  - City of Cripple Creek
  - City of Victor
  - City of Woodland Park
  - Divide

All five military installations in the region were key partners in this effort:

- The Air Force Academy (AFA)
- Fort Carson
- Peterson Air Force Base (AFB)
- Cheyenne Mountain Air Force Station (AFS)
- Schriever Air Force Base (AFB)

The purpose of this JLUS is to create a community-driven, cooperative, strategic planning process among the five installations, the local municipalities, and other stakeholders within the four-county region. This study considers how the region can plan for a future that ensures successful growth, economic health, and continued military operations for all five installations.

Figure 1.1
COLORADO SPRINGS REGIONAL JLUS STUDY AREA

Colorado Springs Regional Joint Land Use Study

Legend
- Interstates
- Highways
- JLUS Study Area
- Colorado Cities & Towns
- Census Designated Places
- Military Installations
- PPACG MPO Boundary
- Pueblo Area COG
- Upper Arkansas Area COG

MPO: metropolitan planning organization; COG: council of governments
The JLUS planning process supports effective communication and establishes recommended strategies and actions for military participation and stakeholder coordination in community development review and planning. It includes an interjurisdictional implementation plan to augment the JLUS recommendations. Each listed action includes a responsible party and supporting roles for partnering stakeholders. These recommended actions should include land use planning principles and practices that balance potentially conflicting interests.

What makes this study different from other JLUS projects is the wide scope needed to cover five distinct military installations and the different approaches used to explore compatibility issues and develop recommended strategies. The process began by identifying 17 potential compatibility issues (defined in Chapter 3) through research, discussions with military installations and local officials, and public outreach to understand which issues were applicable to each installation and each community. Many meetings were held to provide progress updates and verify that community and military interests were accurately reflected as the study proceeded.

**JLUS GOALS AND OBJECTIVES**

**Goals**
This JLUS process encourages local governments and stakeholders, together with the state of Colorado, to:

- Work closely with the military installations to implement measures that avoid and mitigate incompatible civilian development that may impair the continued operational utility of the military installations.

- Preserve and protect the public health, safety, and welfare of those living near an active military installation.

- Increase public awareness of the military missions within this region and provide context for how the installations are a part of the regional economy.

**Objectives**
Three key objectives, described below, are designed to achieve these goals and serve as the basis for the implementation strategies and actions provided in Chapter 10.

- **Understanding.** Convene community and military representatives to study the issues in an open forum, considering both community and military viewpoints and needs. This includes public outreach and input.

- **Collaboration.** Encourage cooperative land use and resource planning between military installations and surrounding communities so that future community growth and development are compatible with military training and missions while reducing the military’s operational impacts on adjacent lands and allowing sustainable economic growth. Collaboration between communities and the military to accommodate future military mission growth as it occurs.

- **Actions.** Provide a set of recommendations and strategies for local jurisdictions, agencies, and the military to use in solving the compatibility issues identified and discussed throughout this process.
1.03 JLUS ORGANIZATION AND PUBLIC PROCESS

Figure 1.2, Example JLUS Organization, shows how a typical JLUS is set up.

The Policy Committee, Technical Committee, and issue-specific working groups guided the direction of the JLUS. Federal agencies and military installations participated as non-voting members of committees and working groups to inform the process as needed.

The Policy Committee consisted of elected officials from local communities, legislative representatives, state and federal agency representatives, and military personnel. Its role was to represent the participating communities and interests during this
process, provide guidance to JLUS staff, approve all actions pertaining to the study (including the creation of the Technical Committee and working groups), and provide a review of the final study document.

The Technical Committee consisted primarily of planning and land use officials from local governments and military installations. This committee provided recommendations to the Policy Committee, technical review of strategies and material created by working groups, and an in-depth review and critique of the study document as it was created.

Nine issue-specific working groups formed by the Policy and Technical Committees throughout the JLUS process delved into the subject matter to discuss compatibility issues and identify potential strategy recommendations. These working groups, listed below, were made up of various stakeholders, including but not limited to local government and military representatives, other stakeholder groups, and residents.

- Air Force Academy Flight Training
- Agriculture/Conservation
- Land Use and Development Review
- Monument Creek Watershed (formed as a stakeholder group by other entity)
- New Santa Fe Trail
- Public Communication
- Regional Airspace
- Southern Stormwater
- Transportation

In coordination with the Policy and Technical Committees, the working groups drafted background for and developed strategies to address their respective subject matter areas. These efforts formed the basis of this report.

Each of these committees and working groups included stakeholders and citizens who have knowledge of land use issues or are affected by military operations, including residents, homeowner associations, legislators and community leaders, local developers, and government officials from the local, state, and federal levels.

Rosters of the Policy and Technical Committees can be found in Appendix B.

**JLUS INPUT PROCESS**

**Leadership**

The initial phase of the study included meetings with military installation representatives, key stakeholders, and contacts to provide information on the JLUS process and to identify mission operation characteristics and compatibility issues. JLUS staff reviewed documents that included military plans, local land use plans and regulations, and state and federal documents.

The Policy and Technical Committees held their first meetings in the first quarter of 2016. Research, public input, and shareholder meetings resulted in the land use compatibility matrix and its 17 compatibility issues (see Chapter 3 for more details).

The initial study scope included Fort Carson, Peterson AFB including Cheyenne Mountain AFS, and the Air Force Academy. Shortly thereafter, Schriever AFB requested to participate in the JLUS process and was formally included during the summer of 2016. This addition required an expansion of the scope and extended the study completion deadline to 2018.

**Public Engagement and Review**

PPACG collected public input from residents in 2016 with an online survey and telephone town hall focused on reaching those living in rural areas.

The first public input meeting was held for the AFA area on Thursday, February 23, 2017, at Library 21c in Colorado Springs due to the resident and political interest in flight training activities and the New Santa Fe Trail. Attendance was approximately 100 people. Stakeholders that joined this event included local elected officials; City of Colorado Springs staff working on the city’s comprehensive plan update, Plan COS; Larry Small from the Fountain Creek Watershed Flood Control and Greenway District;
Council of Neighbors and Organizations (CONO), and officials from the AFA. Representatives from working groups attended and volunteered to assist with answering residents’ questions. The information stations were designed to inform residents and ask for specific input on the draft recommended strategies while also seeking suggestions to guide staff on further issue research.

Three public input meetings were held during the report development process to present preliminary study results. These meetings were held:

- Monday, June 25, 2018, at Falcon High School
- Tuesday, June 26, 2018, at Discovery Canyon Campus High School
- Thursday, June 28, 2018, at City of Fountain Fire Station 1

The final stage in the report process involved opening the draft report to public comment by posting the report and comment forms online for three weeks beginning November 16, 2018. Public comments and corresponding edits to the report were reviewed by the Policy and Technical Committees. The Policy Committee voted to accept the study and report as complete on December 19, 2018.